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Report of the Joint Inspection Unit on the harmonization of the conditions of travel throughout the United Nations system

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Harmonization of the conditions of travel throughout the United Nations system" (JIU/REP/2004/10).

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HARMONIZATION OF THE CONDITIONS OF TRAVEL THROUGHOUT THE UNITED NATIONS SYSTEM

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ACRONYMS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination (now CEB)
CCAQ	Consultative Committee on Administrative Questions
CEB	United Nations System Chief Executives Board for Coordination
CPC	Committee for Programme and Coordination
DSA	Daily subsistence allowance
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
IATA	International Air Transport Association
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
ILO	International Labour Organization
IMO	International Maritime Organization
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
LDC	Least developed country
OECD	Organisation for Economic Co-operation and Development
OIOS	Office of Internal Oversight Services (United Nations)
ORB	Occasional recuperation break
SOA	Special operational area
SOLAR	Special operations living allowance rate
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

EXECUTIVE SUMMARY

Objective: To conduct a comparative analysis of various elements of travel – categories, class and means of travel, stopovers, subsistence allowances, terminal expenses, lump sum option – of officials travelling at the expense of the United Nations, and propose measures aimed at harmonizing travel policies and practices throughout the organizations of the United Nations system.

In its previous report on "Travel in the United Nations" (JIU/REP/95/10, A/50/692), the Joint Inspection Unit (JIU) drew attention to the differences in conditions of travel among the organizations of the United Nations system and cautioned "against increasing further the already existing disparity in travel standards between the United Nations and other organizations in the United Nations system" (para. 135). The report further observed that "[a]lthough travel entitlements are not part of the common system of salaries and allowances, they are part of the conditions of service; thus further widening disparities in treatment of travellers would certainly further weaken the common system, which should definitely be avoided." (para. 175).

Since the presentation of the above-mentioned report in 1996, the organizations of the United Nations system have continued to attach importance to travel issues. New travel policies have been adopted and enforced aimed at improving travel conditions, adapting existing policies to the rapid and drastic changes in the travel industry and their negative impact on the quality of travel, and streamlining administrative procedures. Through inter-agency consultations and coordination mechanisms, many of the new travel practices are being shared among the organizations with the objective of achieving an increased degree of harmonization in the conditions of travel throughout the United Nations system. Notwithstanding the above, the report addresses elements of travel where disparities still exist among the organizations of the common system – such as class of air travel and lump sum option, among others – and proposes possible action with a view to further improving the harmonization of travel policies and practices. For this purpose, the Inspector has formulated the following recommendations:

Chapter I. B – Class of travel

Recommendation 1

The General Assembly should mandate the Secretary-General to review, within the framework of the United Nations System Chief Executives Board for Coordination (CEB), the criteria used to determine the class of travel of staff members, with a view to adopting a common policy at the United Nations system level in particular with regard to the minimum travel time for entitlement to business class. CEB should take into account the recommendation of the International Civil Service Commission contained in its annual report of 1997. [1]

Among other factors to be taken into account are the drastic changes in the airline industry in recent years and the resulting deterioration of travel conditions, the increase in travel time as a consequence of tightened security and the opinion of the United Nations Medical Service on the health risks of long haul air travel and measures to minimize them (including the possibility of establishing a threshold by age for entitlement to business class).

[1] A/52/30 "Report of the International Civil Service Commission for the year 1997", para. 275.

In addition, as a rule, only the heads of the organizations should travel first class and travel entitlements of high-ranking officials should align to business class in order to achieve greater uniformity (paras. 23 - 30).

Chapter I. D – Lump sum option for travel

Recommendation 2

The executive heads of the organizations of the United Nations system which have not yet done so, namely the World Health Organization (WHO), the International Telecommunication Union (ITU), the World Intellectual Property Organization (WIPO) and the United Nations Population Fund (UNFPA), should extend the lump sum option to family visit and education travel.

The Secretary-General, within the existing inter-agency coordination mechanisms, should examine the benefits of extending the lump sum approach to other categories of travel (on appointment, change of duty station, separation and interviews) taking into account the experience of other organizations already applying it. In this regard, the Inspector supports the recommendation of the Open-ended High-level Working Group on the Strengthening of the United Nations, Action 25(a), to apply the payment of a lump sum for repatriation travel (paras. 52, 53 and 61).

Recommendation 3

The executive heads of the organizations of the United Nations system paying a lump sum amount for home leave, family visit and education travel should use as a benchmark 75 per cent of the full economy fare (the International Air Transport Association (IATA) published fare, by most direct route) (paras. 55 - 60).

Recommendation 4

The executive heads of the organizations of the United Nations system which have not yet done so, namely the United Nations, the Universal Postal Union (UPU), the International Civil Aviation Organization (ICAO), WIPO, the International Labour Organization (ILO), the International Maritime Organization (IMO), WHO, ITU and the World Meteorological Organization (WMO), should discontinue the existing provisions requiring evidence of travel under the lump sum option, in line with the recommendation of the Open-ended High-level Working Group on the Strengthening of the United Nations, Action 25(a). Instead, travellers' self-certification, along with an adequate audit process (through random checks of supporting documentation to be kept by the staff members), should be implemented (paras. 62 - 63).

Chapter I.B. Exceptions to the approved standard of travel

Recommendation 5

The General Assembly should request the Secretary-General to discontinue the practice of reporting exceptions to the approved class of travel. Existing related internal control mechanisms should remain in place. Clear criteria should be established for exceptions, particularly for upgrading travel to first class for reasons of eminency and on medical grounds. The General Assembly should legislate on the standard of accommodation applicable to the

Deputy Secretary-General, the President of the General Assembly and the personal aides/security officers travelling with the Secretary-General so as to discontinue the repeated treatment of these cases as exceptions (paras. 33 - 36).

Chapter I. C. Travel by other means of transportation

Recommendation 6

The executive heads of the organizations of the United Nations common system should enforce the use of alternative modes of transportation when more cost-effective in the interest of the organizations. Relevant rules and provisions should be modified as applicable in each case (paras. 37 - 43).

Recommendation 7

The use of rented cars should be regulated (para. 44).

Recommendation 8

In the interest of streamlining procedures for reimbursement of travel by private car, the Secretary-General should review the current mileage system with a view to replacing it by a standard rate to be applied worldwide by the organizations of the United Nations system (paras. 45 - 48).

Chapter I. F. Daily subsistence allowance and terminal expenses

Recommendation 9

The executive heads of the organizations which do not pay full advance of subsistence and/or terminal expenses (ILO, WHO, the United Nations Educational, Scientific and Cultural Organization, ICAO, UPU and IMO) should introduce this best practice currently in place in various organizations of the system in order to reduce workload for processing of travel claims. Organizations should seek to automate (online) the processing of travel claims (paras. 68 - 71).

Chapter I. E. Stopovers

Recommendation 10

The executive heads of the organizations of the United Nations system where staff members travel business class should increase the threshold for the granting of stopovers for rest purposes from 10 to 16 hours. Conversely, staff members not travelling in business class should be entitled to have a stopover after a 10-hour journey (paras. 64 - 67).

Chapter I. A. Categories of travel

Recommendation 11

The executive heads of the respective United Nations system organizations that have not yet done so, should adopt provisions based on best practices with regard to reverse education travel, travel of breastfeeding mothers, travel of single parents, possibility of choosing an alternative

place of home leave taking into account the nationality of the spouse, and the minimum number of days to be spent in the country of home leave (paras. 11 - 14).

Chapter II. Travel of members of organs and subsidiary organs

Recommendation 12

The General Assembly may wish to request the Secretary-General to initiate, in the framework of CEB, a review of the standards of travel and entitlements for members of various organs and subsidiary organs of the United Nations and organizations in the United Nations system, with a view to formulating proposals for harmonizing these standards at the United Nations system level (paras. 72 - 75).

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This report has dealt with the standards of travel, as they exist in the United Nations system today. With the introduction, in the not too distant future, of results-based budgeting and management in the Secretariats of the United Nations agencies, funds and programmes, the current rules and regulations covering travel standards will have to be reviewed. Such a review must be carried out with a view to adapting the relevant rules and regulations to the requirements of managers so as to help them achieve expected results.

Introduction

1. Travel is an important component of the United Nations' activities. Travel – whether to participate in a conference or meeting, monitor programme implementation, provide advice, training or assistance - is a means for the organizations of the system to fulfil their mandates. As travel expenditures represent a relatively high share of the overall resources of organizations, managers, Member States and oversight bodies of the organizations of the common system have constantly attached great importance to achieving efficiency and cost savings in travel. Although this is still the primary consideration today, conditions of travel are also important to ensure the protection of the health and safety of travelling staff as well as their capacity to perform their duties effectively. This is even more relevant today, as travel conditions have deteriorated over the last few years, whereas the demands placed on organizations for efficient delivery have increased. Finding a balance between these two aspects is not an easy task, the more so given that there are important discrepancies in rules and conditions of travel among the organizations of the system.

2. The present report is the ninth in a series of Joint Inspection Unit (JIU) reports on travel in the United Nations.[2] The previous reports examined the budgetary and efficiency aspects of travel in general or within a specific organization. This report focuses on travel entitlements and conditions of travel. It examines and evaluates policies and practices of different organizations, highlighting good practices and identifying possible improvements, with a view to expanding them throughout the system, achieving where possible a certain degree of harmonization and higher level of efficiency in travel. The report was included in the Programme of Work of the Unit at the request of the United Nations Educational, Scientific and Cultural Organization (UNESCO). The Office of Central Support Services of the United Nations Secretariat also expressed interest in this subject.

3. There are different categories of official travel in the United Nations. The present JIU review will cover the following categories of travel: travel on official business, travel on appointment, travel on separation, travel on change of duty station, home leave travel, family visit travel and education travel. The two main groups of travellers covered in this report are staff members and their dependants and the members of organs and subsidiary organs. Combined, they account for the bulk of travel resources of the organizations.

4. The JIU analysis includes the 14 organizations of the United Nations system that responded to the request for information (see annex 1) and is based on the existing rules and procedures for travel in these organizations, as well as on information gathered from officials during the interviews and consultations held in the headquarters of the organizations. A field visit to Cairo, where eight regional offices and more than 20 organizations of the system are located, was organized with the purpose of appraising travel conditions and practices from the field perspective.

5. The Inspector considered the possibility of extending the JIU survey to Governments and the private sector. However, previous experience showed that a comparison proved to be difficult due to the diversity of practices and travel patterns.[3] The Inspector did however explore the practices of one other organization, the Organisation for Economic Co-operation and Development (OECD), and two private sector companies (IBM Switzerland and Nestlé) with the intention of benchmarking for best practices.

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[2] A/8900 of 24 November 1972 (JIU/REP/72/4) "The use of travel funds in the United Nations"; EB 5546 Add.1 (JIU/REP/74/3) "Report on the use of travel funds in the World Health Organization"; CL.66/15 of 9-20 June 1975 (JIU/REP/75/1) "Report on the use of travel funds in the Food and Agricultural Organization"; 100 EX/7 of 20 August 1976 (JIU/REP/76/2) "Report on the use of travel funds in UNESCO"; A/32/272 (JIU/REP/77/3) "Report on first-class travel in the United Nations organizations"; A/37/57 of July 1982 (JIU/REP/82/7) "Organization and methods for official travel"; A/41/121 of 6 October 1986 (JIU/REP/85/13) "Follow-up report on organizations and methods for official travel"; and A/50/692 of 31 October 1995 (JIU/REP/95/10) "Travel in the United Nations: issues of efficiency and cost savings".

[3] A/C.5/48/83 of 29 July 1994, paras. 14-20.

6. The opinion of the Joint Medical Service of the United Nations system was also sought on the issues of the implications for health of long-haul travel and the granting of exceptions to existing travel standards for medical reasons.

7. In undertaking this review, the Inspector was aware of the complexity of the subject and the differences in practices among the organizations of the system, which render difficult any attempt to achieve uniformity. In fact, this is not the first attempt at harmonizing travel practices within the United Nations common system. Since 1952, the former Administrative Committee on Coordination/Consultative Committee on Administrative Questions (ACC/CCAQ) has been concerned with uniformity of the conditions of travel of the organizations of the system. Other subsidiary and expert bodies, such as the Advisory Committee on Administrative and Budgetary Questions (ACABQ), the International Civil Service Commission (ICSC) and JIU have considered the issue on various occasions. The last time the issue was considered, in 1997, the General Assembly requested ICSC to review the question of travel entitlements and, having taken note of the observations made, invited the Commission "to continue its consideration of this matter".[4] The following year, CCAQ requested ICSC to delay consideration of this matter until such time as the necessary research had been carried out.[5] Since then, to our knowledge, no other research has been undertaken. In preparing this report, account has been taken of the prior reports and views of these bodies.

8. Drastic changes in the travel industry in recent years resulting from the deregulation of the market and increased security and health concerns, have led to the deterioration of travel conditions to such a degree that this is now an issue of concern to all. In this context, organizations have had to modify, or apply with more flexibility, their existing travel rules and procedures in order to adapt to the new situation and minimize the negative impact on the travel conditions of the staff. The differences in travel practices among the organizations of the system have as a consequence become more apparent.

9. Some of the issues within the scope of this JIU report have been reviewed by the working group created under Action 25 of the Secretary-General's Reform[6] on "The Organization and its people: investing in excellence: Mechanisms and incentives to encourage mobility". A preliminary assessment made by this working group of the contractual arrangements and benefits offered to United Nations Secretariat staff in the field disclosed differences in entitlements, benefits packages and policy implementation between the Secretariat and the United Nations funds and programmes and among the different categories of personnel in various areas, including rest and recuperation schemes and travel procedures.[7] The review has now been completed and a number of recommendations made to harmonize practices.[8] Action on this report is still to be taken.

10. The Inspector would like to express his appreciation to the officials of the United Nations system, representatives of other organizations and of the private sector who cooperated in the preparation of this report. He would also like to underline the limitations imposed on the presentation of this report by the insufficient or lacking statistics and management reporting systems in some organizations, which made it impossible to produce a valid comparison based on coherent and consolidated data on travel expenditures, travel cost per staff, cost savings, cost implications, transaction costs, percentage of staff applying for a particular category of travel or option, etc.

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[4] General Assembly resolution 52/216 of 22 December 1997.
[5] ACC/1998/5 of 11 June 1998.
[6] A/51/950 of 14 July 1998.
[7] A/58/351 of 5 September 2003, para. 59.
[8] Report of the Open-ended High-level Working Group on Strengthening of the United Nations System, Action 25(a), Summary.

I. Travel of staff members

A. Categories of travel

11. The following categories of travel are common to most organizations of the United Nations system surveyed: travel on official business, travel on appointment, travel on separation, travel on change of duty station, home leave travel, family visit travel, education travel, travel for security reasons and medical evacuation travel (see annex 2). Some organizations may name them and/or group them differently in two broad categories: duty travel and statutory travel, or travel on mission and travel in application of entitlements, as is the case for example in the World Food Programme (WFP), the World Health Organization (WHO), the World Meteorological Organization (WMO) and UNESCO.

12. In some organizations, the International Maritime Organization (IMO), the World Intellectual Property Organization (WIPO) and WMO, certain categories of travel, such as medical and security evacuation travel, do not officially exist because of the organizations' specific mandates and modes of operation. Others (such as the United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), WFP and the Food and Agriculture Organization of the United Nations (FAO)), being highly field oriented, have put in place rest and recuperation/mental health travel schemes for staff members living in field locations in stressful, insecure and isolated conditions, or lacking basic essential commodities. The Inspector noted significant differences in the schemes adopted by these organizations. The most relevant one is the fact that at the United Nations Secretariat, pursuant to the terms and conditions of ST/AI/2000/21 on occasional recuperation break (ORB), only a five-working day special leave with pay in designated special missions or locations is granted and related travel costs are to be borne by staff members, whereas in other organizations, either travel arrangements are made and expenditures paid by the organizations, or a lump sum is allocated for such purposes. There are also differences in the determination of the special operational area (SOA) and special operations living allowance rate (SOLAR) among the beneficiaries of this scheme in the above-mentioned organizations.[9] However, since this issue falls under the scope of the review and recommendations put forward by the working group created under Action 25 of the Secretary-General's Reform[10] on "Mechanisms and incentives to encourage mobility", the Inspector will refrain from entering into further detail and recommendations while hoping that a decision be taken soon in this regard in the interest of protecting the health and well-being of staff in hazardous and difficult living conditions and encouraging their mobility. In fact, the report of the working group proposed among others that the Secretariat practice on issues such as SOA (except for the Department of Peacekeeping Operations) and ORB should be aligned with that of the funds and programmes.

13. A few organizations (such as the United Nations, WFP, FAO and WHO) have been enforcing gender mainstream adopting special provisions for the travel of breastfeeding mothers and UNICEF has gone further by extending them to single parents. The International Labour Organization (ILO) has introduced, on a pilot basis, the travel of domestic partners and the International Civil Aviation Organization (ICAO) has also approved one case to date. In the United Nations, entitlements for travel of domestic partners are payable in certain circumstances.[11] This is a practice also existing at OECD.

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[9] A/AC.96/978, paras.131-133, "Report of the United Nations Board of Auditors on the Financial Statements of the Voluntary Funds administered by the United Nations High Commissioner for Refugees for the year ended 31 December 2002".
[10] A/51/950 of 14 July 1997.
[11] ST/SGB/2004/13 of 24 September 2004.

14. The Inspector also noted that a degree of flexibility is applied by some organizations in granting certain travel entitlements as, for instance, in the number of days required to be spent in the country of home leave (seven days or no minimum number instead of 14 days), in selecting the place of home leave travel (to a country where the staff member or their spouse has family or cultural ties, in alternate years), or the right of parents to reverse education travel to the place of study of the children (United Nations, UNDP, WFP, UNESCO, WHO).

See Recommendation 11

B. Class of Air Travel

15. The class of air travel is, of all the components of travel, the most complex one, and also one in which the Inspector registered major disparities among the organizations of the common system.

Background

16. For many years, conditions of travel in the United Nations have reflected changes in the airline industry. For instance, in 1961, after the introduction of jet flights, economy class was introduced at the United Nations for all travel of officials below a certain level on flights of nine hours or less and in 1982, after the introduction of business class by many airlines, the class immediately below first (business class) was recommended for journeys (or a leg of a trip) of a duration equal to that of crossing the North Atlantic.[12] Each time a new policy was recommended, differences in implementation would arise among the organizations of the system and attempts were made to correct them (see annex III).

17. Among these were the recommendation of a meeting of Medical Directors of the United Nations system that for health reasons all travel of five hours or more should be in business class,[13] the CCAQ decision that economy class was not an appropriate mode of travel on official business[14] and ICSC guidance about the reasonableness of considering an upgrade from economy to business class for flights of more than six hours or more.[15] These attempts rarely had the success expected and, although some progress has been registered in recent years, the situation has not evolved significantly so that divergences in class of travel among the organizations of the common system persist.

18. Furthermore, the deregulation of the travel market and the drastic cuts and restructuring imposed on major companies through competition from low-cost carriers, together with the impact of the events of 11 September 2001, the world economic slowdown and increased security and health concerns, have resulted in: a deterioration of the conditions of travel, particularly in economy class (overcrowded space, cramped seat position, poor quality of air); the cancelling of flights; and a reduction in the number of day-time scheduled flights, thus necessitating early departures and overnight trips. Increased safety requirements have brought about longer check-in times and delays in scheduled departure times and connecting flights, adding at least two to three hours to the already long travel time on transatlantic flights. Combined with this is the fact that United Nations officials are increasingly required to travel on weekends and depart/arrive at night with all the related implications for security and health.

19. Two distinct standards of accommodation are generally applicable for high-ranking officials and for other staff. Within these two broad categories, a variety of policies and practices exists, as discussed below.

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[12] ACC/1982/5, paras. 96-101.
[13] A/52/30 "Report of the International Civil Service Commission for the year 1997", paras. 257 and 258.
[14] ACC/1990/10, paras. 71-77.
[15] A/52/30 "Report of the International Civil Service Commission for the year 1997", para. 275(d)(i).

Standard of accommodation for high-ranking officials

20. The Executive Heads of all organizations travel first class, with the exception of the International Telecommunication Union (ITU) where the five elected officials, including the Secretary-General, are granted business class.

21. In general, almost all organizations grant a higher standard of accommodation to their senior officials (Under-Secretary-General, Assistant Secretary-General, Deputy and Assistant Director-General, or equivalent) than to the rest of the staff. Five organizations (ICAO, ILO, IMO, WHO, World Bank) provide the same standard to senior officials as to the rest of the staff.

22. The predominant standard is the class immediately below first: seven organizations of the United Nations common system surveyed grant it regardless of the duration of the flight (United Nations, FAO, UNESCO, the United Nations Industrial Development Organization (UNIDO), the Universal Postal Union (UPU), IMO and the World Bank) and four others (the International Atomic Energy Agency (IAEA), ICAO, ILO and WMO) link it to different thresholds. Three organizations maintained the first class standard, at WIPO regardless of the duration of the flight and at IAEA and WMO provided the flight exceeds seven or nine hours respectively (see annex 4). At the time of the CCAQ survey in 1992, one organization accorded first class without restrictions, six organizations granted a higher standard than business class with certain conditions and two organizations had a lower standard. Some progress has therefore been achieved since then.

Standard of accommodation for all other staff members

23. The standards of accommodation for air travel undertaken by staff members other than high-ranking officials (i.e. officials at D-2 level and below) vary greatly among the organizations of the system and this variation has increased over the years. The United Nations and its funds and programmes (with the exception of WFP) and 2 of the 12 specialized agencies surveyed (UNIDO and ITU) apply the lowest standard, i.e. economy class by the least costly airfare structure, except for flights of nine hours of more on official business, appointment, change of duty station and separation, where class immediately below first is granted (business class). UPU applies economy class for all official business and only in exceptional cases may business class be granted.

24. Most specialized agencies applied a higher standard (business class), particularly on official business travel, depending on the duration of the trip and/or the purpose of the travel and destination. Four organizations have business class as the standard for all categories of travel, except education travel; WIPO grants it regardless of the duration of the flight and ILO and WFP/FAO after five, and nine, hours of travel, respectively (see annex 5).

25. In 2000, WHO upgraded its standards for duty travel by lowering the threshold for business travel from nine to six hours. ICAO and UNESCO also upgraded their standards in 2003 and 2004, respectively, to the class immediately below first (business class), in ICAO for all official travel (official business travel, travel on appointment, change of duty station and separation) of more than seven hours and in UNESCO for travel on mission where the flight time is eight hours or more and for journeys between Paris and New York and Paris and Montreal. Conversely, ITU actually lowered its standards in 2002 by raising the threshold for business class from five to nine hours. However, officials interviewed were

cautious in anticipating any related substantial savings since most travel at ITU is within Europe and therefore less than nine hours in duration.[16]

26. The differences become more evident when comparing organizations sharing common premises and services, such as at the Vienna International Centre, where in IAEA business class is granted for flights above seven hours duration and in UNIDO and the United Nations Office at Vienna for flights exceeding nine hours. In addition, as pointed out by a previous JIU report,[17] judges of the International Court of Justice travel first class[18] while judges of the International Criminal Tribunal for the former Yugoslavia as well as judges of the International Criminal Tribunal for Rwanda[19] fly business class.

27. In granting a higher class of accommodation, the nine-hour threshold is critical for transatlantic flights between the United Nations secretariats and the United Nations funds and programmes in New York and Geneva. Other main European city pairs of the United Nations New York-based organizations, such as London and Paris, are basically transit hubs for the final destinations and the standard becomes business class since the total flying time exceeds nine hours.

28. Most European-based organizations have thresholds varying from five to eight hours (see annex 5), making all transatlantic flights automatically business class. The only specialized agency surveyed where the nine-hour rule could have a bearing on the standard of accommodation is FAO, although at FAO, for practical purposes, travel between Rome and New York is considered to be more than nine hours. This is also the case at WFP. For UNESCO, the Paris-New York and Paris-Montreal liaisons, although less than nine hours, have also been changed to business class. [20]

29. Some organizations have suggested the use of an intermediary class between business and economy class (e.g. Economy Plus, Premium or Deluxe Economy Class). However, this option appears to be available only from a restricted number of carriers and to limited destinations.

30. The Inspector sought the views of the Director of the United Nations Medical Service pursuant to a meeting of the Medical Directors of the common system in the early 1990s, which recommended for health reasons that all air travel of five hours or more should be in business class. The Director of the United Nations Medical Service explained that, after intensively reviewing related medical literature, it can be concluded that the risk that travellers may suffer deep vain thrombosis, back pain or dizziness, thus impairing their ability to work efficiently, are higher in economy class than in business or first class. These risks are higher after four to five hours of travel and increase significantly after eight hours of travel, and in travellers over 45 years old. Other symptoms such as pre-flight and in-flight stress, recuperation time from jet lag and related fatigue, disorientation and sleep disruption also increase with age. In general, women are at more risk, as are nationals of Northern Europe. Since the average age of the United Nations secretariat staff is 47 years, with a high representation of women, she concluded that the

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[16] The financial implications for ICAO of such change were estimated at US$150,000.

[17] JIU/REP/95/10, paras. 130-131.

[18] General Assembly Resolution 37/240 of 21 December 1982, Article 1, para. 2(a).

[19] A/49/7/Add.12, para. 8, A/52/520, Annex III, Article 1 and General Assembly Resolution 53/214, Section VVV, para. 5.

[20] A change in policy at the United Nations Secretariat and its funds and programmes was estimated by relevant officials, only for flights departing from New York to Geneva handled by American Express Company, at US$ 1.4 million, which represents about 3 per cent of the total travel volume and less than 0.1 per cent of the United Nations Secretariat approved budget appropriation for 2004-2005.

United Nations staff constitutes a population at risk. On the other hand, she pointed out that there is no major difference in terms of health risks between first class and business class travel.[21]

See Recommendation 1

Travel practices in the private sector and other organizations

31. Discussions with representatives of other international organizations and the private sector revealed an increased orientation towards pragmatism and simplification of travel policies and procedures. OECD, for instance, was modifying existing rules to facilitate more flexible travel arrangements and delegate full authority to managers to decide under which conditions staff members travel in order to maximize the net benefit of travel to the organization within the approved budget provisions. Also under the new rules, there will be no distinction in the standards of travel for high-ranking officials. At IBM Switzerland, travellers are called upon to make their own travel arrangements and are reimbursed in an amount equivalent to the most economical fare by air in economy class. At Nestlé, travel within Europe is in economy class and elsewhere is in business class. Expenses are settled by use of a business credit card.

32. However, the travel patterns of these organizations/companies are different to those of the United Nations and are therefore not comparable; travel is mostly within Europe on flights of short duration or within the country. At the United Nations, 35 preferred carriers and about 6,000 city pairs are involved in travel from New York alone.

Exceptions to the approved standard of travel

33. Exceptions to the approved standard of travel are in all organizations authorized at a high level of management. However, only the United Nations has a system of reporting exceptions to the legislative body, as requested by General Assembly decisions.[22] A summary of the exceptions granted at the United Nations over the last five years is presented in Annex 6 to this report. A review of these annual reports of the Secretary-General on standards of accommodation for air travel shows no steady trend or pattern, other than more exceptions are granted for first class travel than for business class. The main reasons for exceptions over the years have been medical conditions and travel of eminent persons. Other reasons are: regular standard not available, donating services free of charge to the organization, arduous journeys, travel of the Deputy Secretary-General, the President of the General Assembly and personal aide/security officers. Their number and cost fluctuated according to figures published in the last five years, reaching a peak in 2002, with 89 exceptions granted at a cost of US$ 183, 400, representing less than 1 per cent of total travel expenditures.

34. The Inspector noted that ACABQ has on more than one occasion[23] commented on the absence of specific requirements for granting exceptions under the different categories. It referred in particular to the need to establish clear criteria regarding eminency and questioned the grounds for granting exceptions on the basis of medical conditions. The Inspector also noted that the Secretariat, in an effort to streamline the procedures for granting exceptions, has developed a form (TTS.3) to be completed by staff members and has made it available through the United Nations Intranet. However, neither the form nor the relevant instructions provide the required definition of prominent and eminent persons. Further, in the absence of

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[21] "Medical Guidelines for Airline Travel", 2nd ed, Aviation, Space and Environmental Medicine, Vol. 74, No.5, Section II, Supplement May 2003. "Researcher says jet lag causes brain shrinkage, http://www.cnn.com/TRAVEL/NEWS, May 21, 2001, Posted 12:38 PM EDT.

[22] General Assembly decisions 44/442 of 21 December 1989 and 46/450 of 20 December 1991.

[23] A/56/630, para. 6 and A/49/952, paras. 17-19.

provisions concerning the standard of accommodation applied to the Deputy Secretary-General, the President of the General Assembly and personal aides/security officers, these cases are repeatedly treated as exceptions.

35. In the Inspector's view, instead of the current periodic reporting system on exceptions, it would be more efficient for the Secretariat to set up criteria to which managers and oversight services can refer for compliance. Moreover, although the General Assembly decided[24] in 1993 that this report should be presented on a biennial basis, the printing and distribution costs of such reports are still in the order of US$ 13,000.[25] In order to achieve further efficiency savings in the preparation, printing and distribution of reports and reducing the volume of documentation submitted to it, as requested by various resolutions,[26] the Inspector is of the opinion that the preparation of this report on exceptions to the standard of accommodation should be discontinued. Existing procedures for authorizing, costing and keeping track of exceptions should be maintained so as to be able to respond to queries of the auditors or Member States in this regard. The required criteria regarding eminency should be developed and efforts continued to limit exceptions on medical grounds to a review of the merit of each case, particularly for first class travel.

36. Other organizations reported a low level of exceptions to the approved standard of accommodation, with similar reasons being given and approval mechanisms applied. However, there is no tracking/reporting system in place in most cases and very few were able to provide the exact number of exceptions and costs. For the sake of transparency, it could be advisable to set up such controls and monitoring as needed, with due regard to their cost which, under no circumstances, should outweigh the purpose.

See Recommendation 5

C. Travel by other means of transportation

37. At most organizations examined, the normal mode of transportation for all official travel is by air, though some relevant rules and regulations at ICAO and IMO make no reference to a specific official mode of travel. In those organizations where rules provide for air travel as the official mode, it is indicated however that an alternative means may be approved in the interest of the organization, or at the request of the staff member. These alternative modes of travel are by sea, rail and road.

38. In general, the alternative modes are used at the request of staff members; there is no policy to enforce their use when more economical, i.e. in the interest of the organization. It is nevertheless stated that the total cost to the organization of using an alternative mode of transportation, particularly at the request of the staff members, should not exceed the cost and travel time of the most direct and economical route under arrangements made by the organization for air travel. Furthermore, when travel is undertaken by private car at the staff member's request, organizations do not accept responsibility for loss, injury or damage incurred during the journey and the traveller is responsible for making his/her own insurance arrangements.

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[24] General Assembly decision 57/589.

[25] E/AC.51/2003/L.3 - Current notional costs of documentation and meeting services; utilization of conference-servicing resources; 1 page = US$ 1,069.

[26] A/RES/50/206, paras. C.7-9; A/RES/58/126, paras. B.5-7.

Travel by sea

39. The majority of organizations do not specify in their rules and regulations a particular standard of accommodation for travel by sea. Those that do specify a particular standard (UNDP, FAO, WIPO) may grant a higher class depending on the grade of the traveller or the purpose of travel.

40. In fact, the JIU review confirmed that travel by sea has fallen into disuse. All but one of the organizations surveyed stated that they have not used this mode of travel for many years, and even then, it has involved travel by ferry combined with another means of transportation. The officials interviewed were however reluctant to abolish the relevant rule, which serves as a reference in those exceptional cases when the need may arise.

Travel by rail

41. The common standard of accommodation for rail travel is first class, including sleeper, as appropriate; some organizations make a distinction between single or double sleeper, depending on the traveller's grade.

42. This alternative mode of transportation tends to be used most frequently at the headquarters locations of some organizations, for particular itineraries such as New York-Washington or Geneva-Paris and is mostly at the staff member's request. A previous JIU report[27] pointed out that on certain routes, rail travel is more cost-effective than air travel, and preferred by travellers, and recommended that the United Nations Secretariat should advise on and encourage this alternative. The Office of Internal Oversight Services (OIOS) also recommended[28] that at the United Nations, Staff Rule 107.9(b) establishing that the normal mode of travel is by air, should be reassessed and that decisions regarding mode of travel should be based on economy and efficiency criteria.

43. In the light of the variety of offers available and companies practising discount prices for both air and rail travel in a highly competitive market, the Inspector restates the need for organizations to put in place policies to enforce the use of trains when more cost-effective in the interest of the organization. At Nestlé Switzerland, for instance, travel to Milan and Paris is as a rule by train, except when the return trip is on the same day.

See Recommendation 6

Travel by road

44. There are two modalities of travel by road: travel by the staff member's private vehicle and travel by official vehicle. A third modality, rental of cars, is used in certain field operations. In peacekeeping missions it is frequently used, in particular for travel to remote bases in isolated areas. The United Nations Secretariat considers that regulations, rules and guidelines regarding car rental should be introduced (with regard, for example, to selection of car rental company, type of vehicle, accident insurance coverage, etc.).

See Recommendation 7

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[27] JIU/REP/95/10 "Travel in the United Nations: issues of efficiency and cost savings".
[28] OIOS report 0997/97 of 14 May 1997.

45. In the case of travel by official vehicle, full costs are covered by the organizations and the administrative process is quite expeditious. Some organizations have introduced procedures to simplify even further the handling of this type of travel such as the use of open monthly travel authorizations in the field or reimbursement of expenditures after completion of travel in lieu of advances. These practices, in the Inspector's view, should be encouraged.

46. Authorized travel by private vehicle at the request of the staff member is, on the other hand, quite a cumbersome procedure whereby the reimbursement of travel costs is calculated in accordance with specific mileage rates.[29] In the Inspector's opinion, the simplification of such a system should be looked into.

47. The Inspector noted that most organizations follow the approved United Nations rates which are based on established operating costs in the area of travel according to mileage shown on official road guides or on official published rates, with the exception of UPU and WFP which apply a standard rate worldwide for travel within country or pay the equivalent of the cheapest airfare available on the dates of travel for international travel. At IAEA travel by car is discouraged for reasons of safety, even if it is more cost-effective in some cases. However, when it does take place a standard reimbursement rate is used, limited by the applicable air fare. Nestlé also uses a global rate or, if public transport is available and travel is by private car, the allowance paid is equivalent to the cost of the rail ticket plus any other public transport.

48. Indeed, conditions may vary from one organization to other. For instance, at the United Nations and ICAO, travel costs (mileage, tolls, etc.) are reimbursed to only one traveller in a private car, while at FAO and WFP, any additional traveller(s) in the same car receive(s) 20 per cent of the applicable amount. Also at the United Nations and ICAO, the payment of subsistence allowance for travel by official or private car is subject to a minimum distance (at ICAO, 100 per cent for the claimant and 50 per cent for authorized dependants), whereas other organizations have no relevant written rule. Some organizations have however opted for the lump sum approach, as further discussed below.

See Recommendation 8

D. Lump sum option for travel

49. The lump sum option for travel consists of a cash payment made to travellers with which they can make their own travel arrangements. It was introduced in most organizations of the system for certain categories of entitlement travel at the end of the 1980s into the beginning of the 1990s, not without certain controversy at the outset, particularly at the United Nations. However, because of its flexibility and unquestionable advantage in reducing administrative workload, the lump sum approach is today widely accepted and has recently been extended within a number of organizations to almost all existing categories of travel, while others are considering its introduction.

50. The Inspector noted the significant differences in the conditions of application of the lump sum among the organizations of the "common" system. They concerned not only the amount, but also the class, category and mode of travel for which the lump sum is available, and the evidence of completion of travel required, as disclosed in Annex 7.

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[29] ST/IC/2004/29 "Rates of reimbursement for travel by private motor vehicle".

51. The Inspector also observed that although the use of the lump sum option was widely used at the headquarters of the organizations located in North America and Europe, it was used less frequently in the field because of the limited offers available, lack of competition and the thus reduced possibilities of shopping for tickets cheap enough to be fully paid for with the amount of cash received.

Categories of travel for which the lump sum option is available

52. The lump sum option is available for home leave, family visit and education grant travel in all the organizations reviewed, except in WIPO and the United Nations Population Fund (UNFPA) where it is restricted to home leave.

53. In recent years, some of the United Nations funds and programmes - UNDP, UNICEF, WFP - and specialized agencies such as FAO, UNIDO, UNESCO and IAEA have introduced the lump sum option for travel on appointment, change of duty station and repatriation. OECD also uses it for these categories of travel. UNIDO and UNESCO further apply it for interview travel and UNIDO also for rest and recuperation travel. One basic difference in the application of the lump sum across the various categories of travel in the organizations mentioned is that at all but UNDP, the lump sum is indeed an ***option*** for which staff members may or not apply, whereas at UNDP it is compulsory and replaces all travel arrangements made by the organization.

Mode of travel

54. Although in general the lump sum option is applied for travel by air, the Inspector noted that it was also available for travel by car in the exercise of the staff member's entitlement to home leave in 7 of the 12 specialized agencies surveyed (FAO, ITU, UNESCO, UNIDO, UPU, WHO and WMO) and at WFP. OECD also applies the lump sum option without regard to the mode of travel used. The lump sum payment in these instances is based on the cost of the travel by air; but the percentage paid for the staff member and any additional authorized dependants travelling with him/her differs in each case. The rationale behind this, as explained to us, was the simplification of procedures. Figures could not be provided on the number of staff using this option nor relative costs/savings, as compared to the mileage system.

The lump sum amount

55. For home leave, family visit and education grant travel, the level of cash paid at the United Nations, and its funds and programmes (with the exception of WFP) is 75 per cent of the full economy fare. This amount is deemed to cover all travel expenses and to waive all other related entitlements such as surface transportation within the country, DSA for stopovers, terminal expenses, accompanied excess baggage and unaccompanied shipment, insurance, visas, etc.

56. The specialized agencies, except ICAO, IAEA, UNESCO, as well as WFP, apply a higher percentage – 80 per cent. This percentage is applied to the full economy fare at ILO, IMO, WHO, ITU and the World Bank; and to the applicable fare (first, business or economy) at ICAO, FAO, WIPO and WFP. WFP, in addition, pays for unaccompanied luggage which may be converted to payment for air accompanied luggage if requested. ICAO, WMO and IAEA follow the 75 per cent rule of the full economy fare, as at the United Nations (except for education grant travel at IAEA which is 65 per cent and WMO which is 60 per cent), and UPU and UNESCO apply 65 and 60 per cent, respectively. At UNIDO, education grant travel is calculated based on 75 per cent of the applicable student fare.

57. For travel on appointment, reassignment and repatriation, the level of cash paid is 100 per cent of the applicable fare at UNDP and UNICEF. Other organizations that have extended the lump sum approach to these categories of travel, apply the same percentage as for travel on home leave, family visit and education travel, i.e. 80 per cent at WFP and 60 per cent at UNESCO. At UNDP, in addition, a universal rate of DSA and a special rate of terminal expenses are paid (see annex 7).

58. The initial controversy around the level of cash paid, particularly at the United Nations, led the various oversight bodies to recommend the re-examination of the rate and consideration of alternatives such as the establishment of a "per zone" rate.[30] OECD is actually applying this concept, the rate ranging between 55 per cent and 75 per cent of the full economy fare according to the country/area. However, when the Inspector enquired about the possibility of introducing the same practice at the United Nations, responsible officials pointed out that because of the numerous home country destinations involved at the United Nations, as opposed to a European organization such as OECD, the determination of a differentiated country/area rate or any other alternative such as the use of International Air Transport Association (IATA) mileages would complicate the administration of the entitlement in such a way as to offset the main advantage of the option, that is to reduce the administrative workload.

59. Further, it is understood that the amount of cash paid should in principle serve as an incentive for the staff to opt for it in order to meet the goal of reducing administrative workload. Since most organizations applying the 75 per cent rate acknowledged that this percentage is adequate, a higher ratio appears to be excessive, particularly when the applicable standard of accommodation is business class and especially when it is added to the lump sum for shipment of personnel effects which is available in some organizations.

60. In the Inspector's view, the correct balance should be sought between the need to encourage use of the lump sum and the need to ensure rational use of resources in order to achieve economy, efficiency and effectiveness in the process. It is also imperative to attain a certain level of uniformity in the entitlements of staff across the board and rectify the unfavourable conditions of those staff originating from/serving in countries where it is not possible to finance travel costs with the lump sum amount received, and the resulting adverse impact on the mobility of staff. Consequently, the Inspector estimates that if all organizations of the system were to align to 75 per cent of the full economy fare on home leave, family visit and education travel (which has proved to be successful in terms of cost savings for the organizations applying it and has provided sufficient motivation for the staff to use it), considerable savings could be achieved.

61. On the other hand, for other categories of travel, the responsible officials interviewed were cautious in estimating the cost savings from the use of the lump sum option, since no study has been carried out in this regard. They did, however, underline the unquestionable benefits of streamlining procedures and reducing relative processing transaction costs. One official pointed out that were the "old" system reinstated, additional staff would be needed to cope with the subsequent increase in the workload. The Inspector is of the opinion that the organizations applying the lump sum for other categories of travel should be requested to conduct a cost-benefit analysis and document the advantages of the option and appropriateness of the percentage applied so as to first determine the adequacy of relevant policies and procedures, before recommending its extension to other organizations. The report of the Open-ended High-level Working Group on the Strengthening of the United Nations, Action 25(a), nevertheless

[30] OIOS report "Management Audit of the United Nations Travel" (AM96/49), paras. 47-61; JIU/REP/95/10 "Travel in the United Nations: issues of efficiency and cost savings", paras. 84-92.

recommends "in line with the modalities for other lump sum payments, payment of a lump sum amount for repatriation travel (using 75% of the full economy fare) would be an administrative simplification and beneficial to many staff, and would move towards aligning Secretariat practice with those of the Funds and Programmes." The Inspector fully supports this recommendation.

See Recommendations 2 and 3

Evidence of travel

62. There is an increasing trend not to require evidence of actual completion of travel on lump sum as part of the measures to streamline processes within the organizations of the system. At the United Nations Secretariat and most specialized agencies, proof of travel is still required, but in some funds and programmes (UNDP, UNFPA, UNICEF, WFP) and at FAO, IAEA, UNESCO and UNIDO, travellers are instead requested to fill out a declaration and/or eventually keep the supporting documentation and provide it on demand. Relevant officials reason that the lump sum is an entitlement and as such it is part of the benefits and allowances granted to the staff; these officials/actions favour accountability through self-certification and balance the cost of controls against potential risks of misuse. In this connection, the Inspector noted that the report of the Open-ended High-level Working Group on Strengthening of the United Nations, Action 25(a) recommended that "the Secretariat should consider aligning its policies with those of the Funds and Programmes whereby staff members are responsible for retaining the appropriate documentation, such as travel records for home leave, family visits and other official travels, for a specified period, without being required to substantiate those claims on each occasion."

63. Conversely, not ensuring that resources were used to meet the purposes intended is an abdication of administrative and oversight responsibilities that may give rise to malfunction. Therefore, notwithstanding his support to the streamlining of relevant travel procedures, the Inspector considers that an adequate monitoring and auditing system should be put in place to randomly check selected lump sum-related transactions. FAO currently uses self-certification with random audit, backed by a web-based administrative control tool.

See Recommendation 4

E. Stopovers

64. The stopover rules are very similar in most organizations, except at UPU and the United Nations Secretariat where the relevant policy was changed as a result of an OIOS recommendation to increase the threshold for granting stopovers to 12 and 16 hours, respectively.[31] At WFP one stopover is granted after travel journeys of 10 hours and two stopovers after 18 hours. At FAO, one stopover only is granted after 18 hours. All other organizations (UNICEF, ICAO, ILO, IMO, ITU, UNIDO, UPU, WHO, WIPO and WMO) also authorize a first stopover for travel time exceeding 10 hours and a second one above 16 hours. Alternatively, rest periods of 12 or 24 hours are granted at destination. At IAEA stopovers have in fact been abolished and rest periods are granted as above.

65. Further, contrary to the practice in most organizations, at the United Nations Secretariat and ICAO, stopovers are not authorized on home leave, unless accompanied by children under the age of 12, or on family visit.

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[31] OIOS report; Management Audit of the United Nations Travel (AM96/49), para.29

66. Most officials interviewed indicated that stopovers are infrequently taken and that their financial implications are marginal in terms of the cost of the ticket. Even assuming they are costless – although they are not when all entitlements (DSA and terminal expenses) are included - the reason for stopping to rest after a 10-hour business class trip may become redundant given the purpose for which a higher standard of accommodation has been granted in the first place, particularly because a one-day stop may cause as much disruption as rest, except when it constitutes a "side-trip desired by the traveller" which must somehow be reconciled with the purpose of official travel.[32]

67. In view of the above, the idea of replacing stopovers by additional rest time at destination was entertained by the Inspector in line with a prior JIU recommendation.[33] However, the Inspector disregarded this possibility taking into account that an additional free workday for rest purposes at destination or after the completion of travel can be as costly as a stopover en route, particularly as the latter are infrequently taken, as reported by users. He instead favours the harmonization of the stopover rules in all organizations of the system in line with the policy of the United Nations Secretariat.

See Recommendation 10

F. Daily subsistence allowance and terminal expenses

68. The rates of DSA and terminal expenses paid by most organizations of the system are the same, one exception being the application by WFP and ILO of a special terminal expenses rate, not only for New York, but for other destinations such as London, Paris, Rome, Tokyo, Washington and Moscow.

69. Differences were also detected in the procedures for paying such expenses. In the United Nations Secretariat and a few other organizations (ILO, UPU and WHO) only DSA is paid in advance and terminal expenses claimed and settled upon completion of the travel. In many other funds and programmes and specialized agencies (UNDP, UNFPA, UNICEF, ICAO, FAO, WFP, WMO, WIPO, UNESCO, UNIDO, ITU, IMO and the World Bank) both DSA and terminal expenses are advanced in order to simplify processing and reduce transaction costs. The percentage advanced may be 80 per cent, 90 per cent or 100 per cent (see annex 8).

70. The advantage of paying full DSA and terminal expenses in advance is that the travel process becomes more straightforward, involving fewer transactions and less paperwork. The authorizing officers are responsible for certifying that travel is completed as planned and for keeping the necessary evidence for audit purposes, travel claims being prepared/processed only when there is a deviation from the approved itinerary. Since these cases may represent between one third and one half of all travel undertaken, according to the estimations made by relevant officials, the efficiency gains are, therefore, significant. Certain organizations have put in place or are in the process of introducing systems for online processing of travel claims. The additional benefit of these automated systems is that data is directly entered by the traveller and thus self-certified for increased accountability and efficiency. The relevant advances may or may not be recorded as a direct expenditure. In the latter instance, the drawback is that forgetful travellers who later fail to submit travel claims cannot be traced since advances are not recorded as receivables.

71. The Inspector identified as best practice World Bank procedures whereby staff members may either be reimbursed within the established tolerance limits for actual expenditures on hotels,

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[32] idem, para.27

[33] JIU/REP/95/10: Travel in the United Nations: issues of efficiency and cost savings, paras. 140-145

transportation, representation and meals upon declaration, or opt for a lump sum payment for meals, tips and valet services, while evidence is filed and checked on a random basis by an outsourced audit company. At WHO and UNESCO, strict controls are in place and hotel bills are required even for the payment of the lodging portion of DSA.

See Recommendation 9

II. Travel of members of organs and subsidiary organs

72. From 1948, when the first general statement of the principles governing the payment of travel and subsistence expenses to members of organs and subsidiary organs was made by the General Assembly,[34] to date, numerous resolutions have been adopted in this regard. They have established exceptions to the general principle that "neither travel nor subsistence expenditures are paid in respect of members of organs and subsidiary organs who serve as representatives of Governments, unless the resolution establishing the organ or subsidiary organ provides otherwise".[35] These exceptions have created room for vast differences in travel entitlements of members of the various United Nations organs and subsidiary organs.

73. Albeit such differences in travel entitlements in this category of travellers have been a recurrent issue on the agendas of certain United Nations subsidiary and legislative bodies, little progress has been achieved in addressing them. The last time the issue was considered was on the basis of a report prepared by the Secretary-General in 1992[36] and updated in 1993[37] at the request of ACABQ[38] and the General Assembly.[39] The review pointed out the inconsistencies in existing provisions at the United Nations, compared them to relevant provisions in other organizations of the common system, highlighting the differences among them, and made a number of recommendations to address some of the anomalies at the United Nations. However, the General Assembly decided[40] first to defer consideration of the report until it would have before it another report on the travel of staff members of the United Nations and finally took note of it in 1997 without further action.[41]

A. Differences among the organizations of the common system

74. In line with the findings of the above report, the differences, as they stand today, can be summarized as follows (see also annex 9):

- Five organizations (WFP, UNIDO, IMO, ICAO and IAEA) do not pay any travel expenditure of members of legislative organs, except the Chairman at WFP;

- The United Nations and WHO are the only organizations paying travel of members of delegations of the least developed countries (LDCs) participating in the sessions of legislative bodies comprised of the full membership of the organization (the General Assembly and the World Health

[34] General Assembly resolution 231 (III) of 8 October 1948.
[35] A/C.5/47/61of 24 November 1992, para. 11; General Assembly resolution 1798 (XVII) of 11 December 1962.
[36] A/C.5/47/61 of 24 November 1992 and Corr.1.
[37] A/C.5/48/14 of 14 October 1993.
[38] A/46/748, para. 9.
[39] General Assembly decision 46/450 of 20 December 1991.
[40] General Assembly decision 47/60 of 23 December 1992.
[41] General Assembly decision 51/465 of 3 April 1997.

Assembly). However, the number of representatives paid is five at the United Nations and one at WHO, and the standard of accommodation provided by the United Nations is first class for one representative and economy or business class when the flight is more than nine hours for the other four representatives, while at WHO it is full fare economy class;

- Most specialized agencies (FAO, ILO, UNESCO, WHO, UPU, ITU and WIPO) pay travel expenses and subsistence to members of legislative bodies composed of a limited number of Member States, generally government representatives. At ILO, the Workers and Employers groups of the Governing Body are paid but not the government members. At ITU, travel expenditures are paid to Council members from least developed nations only. At FAO, Council members are paid travel but not subsistence expenses. At WMO, members of the Executive Council may opt either for the payment of airline ticket at the cheapest available fare, or for the payment of DSA, except for members from LDCs to whom both airline ticket and DSA are paid;

- For government members of legislative bodies, the standards of accommodation are the same at the United Nations, ITU and FAO (nine-hour rule for business class), differing from the standard at ILO (business class above five hours for employers and workers members), and at UNESCO and WIPO (business class irrespective of travel time). Further, the first group of organizations and WIPO apply the same standard to government members as to the staff, whereas a higher standard than the one provided to the staff is valid for members of legislative bodies of ILO and UNESCO. At UPU and WMO, a lower standard, economy class, is paid to members of the Council, except for the Presidents of UPU who travel business class and the President of WMO who travels first class. At WHO, a lower standard is also paid to delegates of LDCs attending the World Health Assembly, but members of the Council benefit from the same standard as staff, i.e., business class above six hours of travel;

- No subsistence allowance is paid to members of delegations (from LDCs) to legislative bodies comprised of the full membership of the organization, as opposed to government representatives and workers and employers, as applicable, of bodies composed of a limited number of Member States. In general, subsistence allowance is paid at the level of Assistant Secretary-General, i.e. the established DSA rate plus 40 per cent, at UNESCO, ILO, ITU and WHO. At UPU and WMO, the standard rate is paid to all members of the Council from LDCs, except for the Presidents of UPU who receive the DSA rate plus 40 per cent. FAO pays DSA to members of the Programme and Finance Committees not based in Rome, but not to members of the Council. Recently, UNESCO discontinued its policy of paying DSA to members of the Executive Board residing in Paris;

- Experts serving in their personal capacity in committees, technical or other panels are generally paid both travel expenses and subsistence. The standard of accommodation can be business or economy class depending on the organization. At the United Nations, for instance, the entitlement is business class irrespective of the duration of travel, whereas at FAO/WFP and ILO it is business or economy depending on the number of hours flown, nine or five, respectively. The subsistence rate is also generally the standard DSA plus 40 per cent.

B. Discrepancies within the United Nations

75. At the United Nations, the differences and inconsistencies in the provisions governing travel entitlements of representatives of Member States participating in sessions of the legislative bodies and

meetings of subsidiary organs and of members of organs and subsidiary organs who serve in their own capacity as set forth in the relevant Secretary-General's Bulletin[42] of 1991 and highlighted in the reports of the Secretary-General of 1992 and 1993 still are:

- Travel expenses of representatives attending the sessions of the General Assembly are limited to five representatives of LDCs and one representative for special sessions. The above-mentioned report of the Secretary-General recommended that the same limitation be imposed to representatives of other subsidiary organs of the General Assembly and the Economic and Social Council participating as representatives of their Governments. No action was taken;

- The standard of accommodation provided to one representative of LDCs attending the regular sessions of the General Assembly is always first class. Permanent representatives of Member States invited to travel on official United Nations business and members of organs and subsidiary organs serving in their personal capacity are entitled to the class immediately below first, irrespective of the duration of the journey. Members of organs or subsidiary organs serving as representatives of Governments as well as the members of the Board of Auditors are provided with the class immediately below first only when the duration of travel is more than nine hours, otherwise they travel in economy class. This issue was not addressed in the Report of the Secretary-General.

- Only members of organs and subsidiary organs serving in their personal capacity or persons appointed by organs and subsidiary organs to undertake special studies or other ad hoc tasks are paid subsistence allowance at the applicable rate plus 40 per cent;

- The class of accommodation granted to members of the Committee for Programme and Coordination (CPC) is always economy class. The subsistence allowance paid to CPC members is the standard rate plus 15 per cent. All other members of organs and subsidiary organs travel business class and receive the standard DSA rate plus 40 per cent (equivalent to Under-Secretary-General/Assistant Secretary-General). The difference in travel entitlements of CPC members was also noted in the Report of the Secretary-General and four different courses of action proposed, none of which was adopted.

See Recommendation 12

[42] ST/SGB/107/Rev.6 of 25 March 1991.

Annex 1

Organizations surveyed

United Nations

1. United Nations Secretariat, Programmes and Funds (UNDP, UNFPA, UNICEF, WFP)

Specialized agencies

2. FAO
3. ICAO
4. ILO
5. IMO
6. ITU
7. UNESCO
8. UNIDO
9. UPU
10. WHO
11. WIPO
12. WMO
13. World Bank

Related organizations

14. IAEA

Other

15. OECD

Private sector

16. IBM Switzerland
17. Nestlé Switzerland

Annex 2

Categories of travel

	UN	UNDP	UNFPA	UNHCR	WFP	UNICEF	FAO	ICAO	ILO	IMO	ITU	UNESCO	UNIDO	UPU	WHO	WIPO	WMO	IAEA	World Bank	OECD
Mission travel	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Travel on appointment	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Travel on change of duty station	X	X		X	X	X	X	X	X		X	X	X	X	X		X	X	X	X
Separation travel	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Home leave Travel	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Family visit travel	X	X		X	X	X	X	X	X		X	X	X	X	X		X	X	X	
Education travel	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Reverse education travel	X	X			X							X			X					X
Medical evacuation travel	X	X		X	X	X	X	X	X		X	X	X		X			X	X	
Security evacuation travel	X	X		X	X	X	X	X	X		X		X		X			X	X	
Rest and recuperation travel	X	X		X	X	X	X	X					X	X						
Travel of breastfeeding mothers	X				X	X	X								X					
Travel of single parents						X														X
Domestic partner travel	X*							X	X											

* In certain circumstances only (see ST/SGB/2004/13 of 24 September 2004)

Annex 3
Chronology of events
(United Nations System Chief Executive Board for Coordination Administrative Handbook)

1945-1960: The standard for official business travel by air was first class.

1961: With the introduction of jet flights, the United Nations adopted economy class for all travel of officials below P-5 on flights of nine hours or less.[43] Some organizations followed with variances.

1966: Noting such divergences, ACC recommended, and the General Assembly approved, that the appropriate standard in the United Nations common system should be first class for all staff at or above D-2 level, except that on flights of short duration, within Europe, and comparable flights elsewhere, economy class should be used wherever feasible.

1973: The General Assembly decided that first class accommodation should be restricted to Assistant Secretaries-General and above, with authority granted for exceptions to the Secretary-General. ACC agreed that this standard should be applicable throughout the common system.[44]

1977: Having considered a JIU report on first class travel in the United Nations organizations, the General Assembly decided[45] that those staff members previously entitled to first-class travel (Under-Secretaries-General/Assistant Secretaries-General) would henceforth be so entitled only when the duration of the flight exceeded nine hours.

1982: After the introduction of business class by many airlines, CCAQ agreed that the class immediately below first (business class) could be authorized for journeys (or a leg of a trip) of a duration equal to that of crossing the North Atlantic.[46]

1989-1990: A meeting of the Medical Directors of the United Nations system recommended that for health reasons all air travel of five hours or more should be in business class.[47] This recommendation, together with a UNDP request for greater harmonization of practices, opened new discussions in CCAQ. Noting the differences between travel standards of the organizations and the difficulty in reducing them,[48] CCAQ first reiterated, with the United Nations and WMO reserving their positions, its 1982 recommendation that business class could be authorized in specific circumstances,[49] and further, at the request of ACC, reconsidered the issue to restate through a strong consensus, except for WMO, that economy class was not an appropriate mode of travel on official business. The preparation of a report providing statistical and other data, including practices outside the United Nations system was requested.[50]

1991: ACABQ called for a review to "encompass all questions related to the travel of staff and representatives of Member States, including entitlements to first-class travel, with a view to formulating recommendations for a system which can be administered with flexibility and which eliminates existing anomalies", taking into account "practices elsewhere in the United Nations system with a view to achieving uniformity and consistency"[51]. The General Assembly requested[52] the Secretary-General to submit at its forty-seventh session, a "review/evaluation of the current system" together with specific proposals.

1992: The Secretary-General recalled[53] that CCAQ had considered the issue and had requested the preparation of a compendium on current practices within the United Nations system, suggesting to postpone the submission of

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[43] CO-ORDINATION/R.325, paras.72-76.
[44] CO-ORDINATION/R.1045, para.66.
[45] A/32/272.
[46] ACC/1982/5, paras.96-101.
[47] A/C.5/51/35, para. 12.
[48] ACC/1990/5, para. 44.
[49] ACC/1990/4, paras. 130-135.
[50] ACC/1990/10, paras. 71-77.
[51] A/46/748.
[52] 46/450 of 20 December 1991.
[53] A.C.5/47/61 of 24 November 1992.

recommendations relating to travel of staff members to the next session of the General Assembly while awaiting the results of the study and the compilation of data on cost estimates and financial implications.

1994: The report was submitted,[54] based on questionnaires sent out to 16 specialized agencies and organizations within the system, 15 intergovernmental organizations outside the system and each permanent mission. All but one of the specialized/intergovernmental agencies and 30 per cent of the permanent missions responded. The consolidation of the responses of Member States and intergovernmental organizations proved extremely difficult because of the difference in rank and grade of travellers, and the terminology used, the lack of clarity and diversity for approval of exceptions. The Secretary-General considered in concluding this report "[w]hile the data on organizations of the United Nations system would appear to provide some justification for an improvement in the standards of accommodation for air travel applicable within the United Nations, there does not seem to be a sufficiently strong case for such a recommendation at this time, particularly since the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions) is also seized with the matter of arriving at a system-wide common standard of accommodation. Furthermore, given the problems inherent in the comparison of travel provisions of Member States with those of the United Nations, it would be difficult to make any recommendation for a revision in the current travel provisions of the Organization on this basis. Accordingly, the Secretary-General does not wish, at this juncture, to recommend any revision of the current standards of accommodation for air travel of staff members of the United Nations". It was also noted that "according to article 11 (b) of the Statute of the International Civil Service Commission, "the Commission shall establish ... rates of allowances and benefits, other than pensions and those referred to in article 10 (c), the conditions of entitlements thereto and standards of travel". Though the Commission has never conducted a substantive review of this subject under its authority, the General Assembly might wish to refer the question of standards of travel of staff members of the United Nations common system to the International Civil Service Commission for further consideration".

Among other issues of relevance to the present JIU report, the study concluded that:[55]

- "...the standards applicable to staff members of the United Nations tend to be lower than those accorded to officials of comparable rank in other organizations within the United Nations system. This is particularly the case with regard to the standards of accommodation provided to staff members at the D-2 level and below. United Nations staff members at these levels are authorized to travel at a standard of accommodation lower than that accorded to similar staff in 11 out of 15 other organizations surveyed. The remaining four organizations apply standards of accommodation equivalent to those of the United Nations. The level of accommodation for air travel for this category of staff is the lowest standard within the United Nations system";

- "A comparison of the standards of accommodation accorded to officials at the higher levels by the organizations of the United Nations system shows similar results for the United Nations. Ten of the organizations surveyed provide their higher-level officials with standards of accommodation superior to those given to similar officials in the United Nations. Three organizations provide standards of accommodation similar to the United Nations and two organizations provide a standard marginally lower than that of the United Nations";

- "...Member States tend to accord a higher standard of accommodation to their officials at the higher levels than the United Nations. Middle-level officials tend to have a similar standard and officials at a lower level tend to travel at a standard of accommodation lower than that prevailing within the United Nations system or in other international organizations. The Secretariat also noted a prevalent practice by national airlines of Member States to upgrade officials of their countries routinely to a higher class of service than that authorized by the official standards of accommodation";

- The related financial implications of "decreasing or increasing the determination point for higher class of service" were considered to be "minimal (less than 5 per cent for an increase or a decrease by one hour, less than 10 per cent for an increase or decrease by four hours)",[56]

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[54] A/C.5/48/83 of 29 July 1994
[55] A/C.5/48/83, paras. 28-30
[56] A/C.5/48/83, para. 32

- "...Even if economy class were the prevailing standard for all flights, an analysis of the travel patterns of United Nations travellers shows that their itineraries would only allow a minimal use of discounted economy airfares which are a prerequisite for significant savings. Most official travel consists of multi-leg itineraries to a variety of destinations. The airfares for such trips are constructed based on the combination of one-way full economy-class fares, which are only marginally less costly than business-class fares. Under the current standards of accommodation, a significant amount of United Nations travel to destinations where simple round-trip tickets can be utilized already falls into the category of the least costly airfare structure (such as transatlantic travel). The United Nations is normally able to utilize excursion and advanced-purchase airfares at discounts of over 50 per cent below the price of regular full-fare economy-class tickets for such trips. Another large group of United Nations travellers consists of staff members assigned to United Nations peace-keeping or political missions in the field. Most of these assignments have a duration of six months or longer. Since the actual return dates of the concerned staff members is not usually known in advance, and most discounted airfares have a maximum validity of three months, the majority of travellers on mission assignments are provided with one-way tickets. Discounted airfares are generally not available for one-way travel. The resulting price difference between the two classes of service is minimal".[57]

1995: ACABQ requested that the nine-hours threshold be reviewed by the Secretary-General "in the light of all relevant factors" and report the results of the review, together with proposals, in the next report on standards of travel.[58] JIU proposed that the General Assembly consider the possibility of raising the threshold to business class 10 hours[59] to put "all European duty stations on the same footing". The Secretary-General in his report[60] considers that the nine-hours threshold "achieves an optimal balance between savings to the Organization and efficiency considerations, bearing on mind that air travel is an official function and not a matter of choice, that a large amount of travel takes place over weekends and at night and much to destinations where strenuous conditions prevail and noticing the decline in recent years of the quality of economy class service (higher load, tighter seating and noisy environment) making it difficult for passengers to rest or work and diminishing ability to perform afterwards. The Secretary-general recommended that given the desirability of harmonizing travel standards throughout the system, ICSC review the issue and make recommendations.

1997: The General Assembly[61] called ICSC to undertake a review, at the earliest opportunity, taking into account the relevant reports of ACABQ and the Joint Inspection Unit[62], on the question of travel entitlements of staff of the United Nations common system and to report thereon to the Assembly at the second part of its resumed fifty-first session. ICSC submitted its considerations together with its Annual Report for the year 1997[63]. It reported that given the scope and complexity of the issues involved, it would require more time for the study. It added that bearing in mind the diverse mandates and requirements of the organizations, it would not be desirable or feasible to impose a uniform approach on them. It considered that the overall issue of travel policy, including some flexibility in standards of travel should be left to the legislative/governing bodies of the individual organizations. Nevertheless, the Commission thought it appropriate to provide some broad guidance on certain issues for the sake of greater uniformity, among them, the reasonableness of considering an upgrade from economy to business class for flights of six hours or more. The General Assembly took note of the observations of the Commission[64] and invited ICSC "to continue its consideration of this matter".

1998: CCAQ requested ICSC to delay consideration of this matter until such time as the necessary research had been carried out[65].

1999 to date - No other research has been carried out.

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[57] A/C.5/48/83, paras. 33-34.
[58] A/49/952 of 4 August 1995, para. 3.
[59] JUI/REP/95/10 , recommendation 7(2)(a), paras. 127–135.
[60] A/C.5/51/35 of 27 November 1996, para. 14-15.
[61] General Assembly decision 51/465 of 3 April 1997.
[62] A/49/952, JIU/REP/95/10.
[63] A/52/30.
[64] General Assembly resolution 52/216 of 22 December 1997.
[65] ACC/1998/5 of 11 June 1998.

Annex 4

Standards of accommodation for air travel undertaken by United Nations system senior staff (equivalent of Under-Secretary-General and Assistant Secretary-General)

Standard of accommodation*	Organization(s) to which it applies	
	No.	Name
First class irrespective of the duration of the flight	2	WIPO & WMO (SG)
First class if flight exceeds 7 hours, for all travel except home leave, otherwise business class	1	IAEA
First class if flight exceeds 9 hours, otherwise business class	1	WMO (DSG & ASG)
First class for official business travel, otherwise economy class	1	IMO
Business class irrespective of duration of travel	8	United Nations and Funds and Programmes, FAO, ITU, UNESCO, UNIDO, UPU and World Bank
Business class for all travel if duration of travel exceeds 5 hours, otherwise economy class	1	ILO
Business class if flight exceeds 7 hours, for all travel except home leave, otherwise economy class (ICAO)	1	ICAO
Business class on duty travel if duration of travel exceeds 6 hours, otherwise economy class	1	WHO

ASG: Assistant Secretary-General
DSG: Deputy Secretary-General
SG: Secretary-General

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* Education travel of dependants is always economy class

Note: There is no first class travel within Europe.

Annex 5

Standards of accommodation for air travel undertaken by United Nations system staff at D-2 level and below

Standard of accommodation	Organization(s) to which it applies	
	No.	Name
Business class regardless of duration of flight for all travel	1	WIPO
Business class regardless of duration of flight for all travel except home leave	1	World Bank
Business class for official business travel, otherwise economy class	1	IMO
Business class if travel time exceeds 5 hours, otherwise economy class	1	ILO
Business class on duty travel of 6 hours or more, otherwise economy class	1	WHO
Business class if travel time exceeds 7 hours for official business travel, travel on appointment, change of duty station and separation, otherwise economy class	2	IAEA, ICAO
Class immediately below first (business class) for travel on mission of 8 hours or more and for journeys between Paris and New York, otherwise economy class	1	UNESCO
Business class on official business travel of more than nine hours or involving crossing the North Atlantic, and when departure is after 22:00 local time and staff member works prior to departure and on day of arrival	1	WMO
Class immediately below first on all flights above nine hours (except education travel), otherwise economy class least costly airfare structure	2	FAO*, WFP
Least costly airfare structure, except for flights of 9 hours of more, in which case class immediately below first applies for official business travel, travel on appointment, change of duty station and separation	4	United Nations and Funds and Programmes, UNIDO, UPU, ITU

* Rome – New York considered more than nine hours

Annex 6

Summary of exceptions to the applicable standard of accommodation granted at the United Nations

Reasons for exceptions	1998	1999	2000	2001	2002	Total/Average
Medical condition	9	16	7	17	19	68
Regular standard not available	10	14	13	8	13	58
Eminent persons	9	21	10	20	22	82
Donating services free of charge	9	4	10	7	9	39
Arduous journeys	2	4	7	1	6	20
Personal aides/security officers	13	15	13	11	11	63
Deputy Secretary-General	3	6	10	2	5	26
President of the General Assembly			8	1	4	13
Total	**55**	**80**	**78**	**67**	**89**	**369/73**

Reasons for exceptions	1998		1999		2000		2001		2002		Total/Average	
	FC	BC	FC	BC	FC	BC	FC	BC	FC	BC	FC	BC
Medical condition	1	8	14	2	5	2	5	12	4	15	29	39
Regular standard not available	4	6	7	9	7	6	3	5	5	8	26	34
Eminent persons	0	9	10	11	2	8	8	12	9	13	29	53
Donating services free of charge	3	6	1	3	2	8	7	0	7	2	20	19
Arduous journeys	0	2	3	1	0	7	0	1	1	5	4	16
Personal aides/security officers	13	0	15	0	13	0	11	0	11	0	63	0
Deputy Secretary-General	3	0	6	0	10	0	2	0	5	0	26	0
President of the General Assembly	n/a	n/a	n/a	n/a	8	0	1	0	4	0	13	0
Total	**24**	**31**	**56**	**26**	**47**	**31**	**37**	**30**	**46**	**43**	**210/42**	**161/32**

Source: A/54/382, A/55/488, A/56/426, A/57/485

FC: First class
BC: Business class
n/a: not applicable

Annex 7
Lump sum option for travel

Organization	Category of travel for which option is available	Percentage applied	Evidence of travel required
United Nations UPU ICAO	Home leave Family visit Education	75% of full economy fare	Yes
UNDP UNICEF UNIDO UNFPA	Home leave Family visit Education	75% of full economy fare (at UNIDO, 75% of applicable student fare for education travel)	No. Only Declaration signed by traveller
	Appointment, Reassignment Home leave in connection with reassignment Repatriation on Separation Interview and Rest and recuperation (UNIDO only)	100% of authorized class plus. Universal rate of DSA for stopovers, special rate of terminal expenses, and excess baggage for hardship duty stations (not at UNICEF and UNIDO).	Country office to inform date of arrival/departure
WFP	Home leave Family visit Education Appointment Change of duty station Repatriation	80% of applicable fare, business or economy. In addition, 25kg of unaccompanied baggage or 10Kg of accompanied baggage paid, on request.	No. Declaration signed by traveller. Tickets required if stopover taken. Country offices to inform date of departure/arrival
FAO	Home leave Family visit Education Appointment Change of duty station Separation	80% of applicable fare.	No. Only Declaration signed by traveller.
WIPO	Home leave	80% of applicable fare, first or business.	Yes
ILO	Home leave Family visit Education	80% of full economy fare, 65% for scholastic travel	Yes
IMO	Home leave Education	80% of full economy fare	Yes
WHO, ITU	Home leave	80% of full economy fare 100 % of train ticket to final destination (ITU). 10% for children of up to 9 months and 50% for children between 9 months and 12 years (WHO)	Yes
UNESCO	Home leave Family visit Education Appointment Change of duty station Repatriation Interview	60% of full economy fare for adults, 30% for children between 2 and 12 years old and 6% for children below 2 years.	No. Only Declaration signed by traveller.
WMO	Home leave Family visit Education	75% of full economy fare 60% for education travel.	Yes.
IAEA	Home leave Family visit Education Appointment Change of duty station Repatriation	75% of full economy fare for adults, 50% of adult entitlement for children between 2 and 12 10% of adult entitlement for children below 2 years 65% for education travel	Certification by staff member. All necessary evidence to be kept by traveller for 5 years for possible audit.

Annex 8

Advances of daily subsistence allowance and terminal expenses

	Daily Subsistence Allowance	Terminal expenses
	(Percentage)	
United Nations	100%	None
UNDP/UNFPA	100%	100%
UNICEF	80%	80%
WFP	100% *	100%*
ILO	80%	None
FAO	100%	100%
UNESCO	80%	80%
WHO	80%	None
World Bank	100%	100%
ICAO	90%	90%
IMO	90%	90%
ITU	100%	100%
UPU	80%	None
WMO	100%	100%
WIPO	100%	100%
UNIDO	100%	100%
IAEA	100%	100%

* For point-to-point travel with fixed dates only, otherwise 80 per cent DSA paid in advance

Annex 9
Travel of the representatives of the Member States and members of organs and subsidiary organs

Organization	Organ	Travel paid	Standard of accommodation	Subsistence allowance
United Nations	Sessions of the General Assembly	Limited to the representatives of LDCs - five representatives to the regular sessions of the General Assembly - one representative to special and emergency sessions	- one first class and four economy (or business for flights nine hours or more) - one economy (or business class for flights nine hours or more)	No DSA
	Members of the functional organs of the Economic and Social Council	One representative per Member State	- economy (or business for flights nine hours or more)	No DSA
	Members of organs and subsidiary organs serving in their personal capacity	Yes	- business class irrespective of distance (members of CPC are entitled to economy)	DSA + 40% For CPC members DSA + 15%
ILO	General Conference	No		
	Governing Body (56 members - 28 Governments, 14 workers, 14 employees)	Employers and workers	- business class for flights of five hours or more	DSA + 40%
FAO	Conference	No		
	Council	One representative per Member State (on request)	- economy (or business for flights of nine hours or more)	No DSA Terminal expenses only
UNESCO	General Conference	No		
	Executive Board (EXB) (58 members)	Yes	- business class - President of the Board – first class	DSA + 40% plus US$ 5
UNIDO	General Conference	No		
	Industrial Development Board (IDB) (53 members)	No		
ICAO	Assembly	No		
	Council (36 members)	No		
WHO	Assembly	LDCs (one representative per delegation)	- economy	No DSA
	Executive Board (EB) (52 members)	Yes	- economy (or business for flights of six hours or more)	DSA

Organization	Organ	Travel paid	Standard of accommodation	Subsistence allowance
UPU	Universal Postal Congress	No		
	Council of Administration (CA) (41 members)	Yes	- economy plus first class train ticket to Bern	No DSA
	Postal Operations Council (POC) (40 members)	Only delegations of Member States considered to be disadvantaged (3)	- economy plus first class train ticket to Bern	No DSA
ITU	Plenipotentiary Conference	No		
	Council (16 members)	LDCs (one representative per delegation)	- economy (or business for flights of nine hours or more)	DSA + 40% plus US$ 3
	Radio Regulations Board (12 members)	Yes	- economy (or business for flights of nine hours or more)	DSA + 40% plus US$ 3
WMO	Congress			
	Executive Council (EC) (37 members)	Yes (on request)	- economy - President of WMO, first class	DSA standard rate DSA + 40% plus US$ 7
IMO	Assembly	No		
	Council (40 members)	No		
WIPO	Assemblies of the Member States of WIPO	One representative per State member of PCT & Madrid Union Assemblies	- business class	
IAEA	General Conference	No		
	Board of Governors (BG) (35 members)	No		